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Securing States and societies: strengthening the United Nations comprehensive support to security sector reform

Report of the Secretary-General

Summary

The present report reviews the United Nations support to security sector reform, and includes recommendations on how best to strengthen the Organization's comprehensive approach in this area, pursuant to the statement by the President of the Security Council of 12 October 2011 (S/PRST/2011/19). A number of achievements are highlighted and areas where further work is needed are noted, five years after the first report of the Secretary-General on security sector reform, entitled "Securing peace and development: the role of the United Nations in supporting security sector reform" (A/62/659-S/2008/39).

In the report of 2008, it was observed that, despite the Organization's extensive experience in assisting national actors to enhance or re-establish security, United Nations support for security sector reform had largely been pursued as an ad hoc undertaking, hampered by weak capacity and insufficient resources to deliver effective support to national authorities. Since then, the Organization has made important progress in addressing the priorities outlined in that report, in line with the guidance offered by Member States. This includes the elaboration of technical guidance and policies to enhance delivery of support, and the establishment of specialized capacities for security sector reform in the field and at United Nations Headquarters. In addition, system-wide coherence and coordination have been improved, including through the concerted efforts of the inter-agency Security Sector Reform Task Force, and partnerships have been forged with regional and subregional organizations, Member States forums, and civil society.

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While much has been achieved, more needs to be done. Experience has shown that the viability of security sector reform efforts depends on the political environment in which reform is carried out. Support to security sector reform therefore needs to be better linked to broader political reforms that create the foundations for transformative processes such as national dialogues, reconciliation efforts or transitional justice initiatives. In the absence of these foundations, security sector reform is neither sustainable nor transformative.

The question of political space, leadership and commitment is both a precondition for and manifestation of national ownership. A key challenge for operationalizing national ownership is ensuring that security sector reform processes reflect the host Government's primary role, including with regard to the allocation of national resources to the reform process, while promoting inclusiveness. From the perspective of the United Nations, it may mean taking additional steps to ensure that Security Council mandates more visibly incorporate the perspectives of the countries under consideration.

Successful security sector reform transcends activities targeting individual components of the sector such as the police, army, border control, coast guard and civil emergencies services, among others, which seek to enhance the effectiveness and professionalism of security providers. Critically, the Organization and Member States have come to appreciate the importance of sector-wide initiatives that address the strategic, governance and architectural framework of the sector. In order to create basic trust between citizens and State security institutions, there must be improvements in the provision, quality and governance of security services. This requires a clear focus on the ultimate objective of increasing people's security, which, in turn, necessitates an inclusive dialogue and the participation of communities and civil society. Accordingly, United Nations support to national security sector reform efforts should continue to contribute to improved security through initiatives that support longer-term reform, conflict prevention and transformation while at the same time assisting in facilitating immediate security service delivery.

To meet these multiple requirements and to effectively respond to the increasing number and complexity of Security Council mandates and Member State requests for security sector reform support, the Organization's capacity to further deliver assistance and to monitor and evaluate impact must be enhanced. Activities and expertise must be better linked to a broader set of practice areas, such as disarmament, demobilization and reintegration, control of small arms and light weapons, reduction of armed violence, public financial management in the security sector, anti-corruption measures, gendered security analysis, and increased respect for and protection of human rights for individuals and groups at risk. Partnerships must be deepened and expanded given the increase in the number and type of actors providing support to security sector reform, including many Member States that previously benefited from such support.

Building on these lessons, the report contains a number of recommendations on how the United Nations, Member States and partners can further support security sector reform through encouraging inclusive and sustainable national ownership; promoting security service delivery; building capacities for reform that better link component-specific and sector-wide initiatives; expanding and deepening partnerships; encouraging dialogue and knowledge-sharing; and further enhancing inter-agency coherence and coordination.

I. Introduction

1. The present report on security sector reform[1] is submitted pursuant to the statement made by the President of the Security Council at its 6630th meeting, on 12 October 2011, in which the Council requested the Secretary-General to submit an assessment of the United Nations support for security sector reform, including those efforts in Africa, and make recommendations on how best to strengthen the United Nations comprehensive approach to security sector reform, taking into account the linkages between United Nations assistance and conflict prevention and peacebuilding, and also taking into consideration the views of relevant United Nations organs and actors (S/PRST/2011/19).

2. In 2007, the Security Council acknowledged the need for a comprehensive report on the United Nations approaches to security sector reform (see S/PRST/2007/3). Accordingly, the report of January 2008, entitled "Securing peace and development: the role of the United Nations in supporting security sector reform", underlined the importance of security sector reform for security, development and human rights as preconditions for sustainable peace, and highlighted the primary responsibility of States in the provision of security. It defined security sector reform as a "process of assessment, review and implementation as well as monitoring and evaluation led by national authorities that has as its goal the enhancement of effective and accountable security for the State and its peoples without discrimination and with full respect for human rights and the rule of law" (A/62/659-S/2008/39, para. 17).

3. In that report, I observed that, while the United Nations had been engaged in security sector reform for decades, its support had remained largely an ad hoc undertaking and found that a holistic and coherent United Nations approach to security sector reform is vital. I concluded that the Organization lacked common principles and standards, a system-wide approach, requisite resources and, in some cases, capacities to deliver effective support to national authorities. A number of recommendations were put forward to address those gaps.

4. Since 2008, the United Nations has made important progress in implementing those recommendations in line with the guidance offered by Member States. Security sector reform capacities in the field and at United Nations Headquarters have been established in order to better respond to requests from Member States and mandates of the Security Council. There have also been improvements in strengthening inter-agency coherence and coordination in the area of security sector reform, including through the inter-agency Security Sector Reform Task Force.[2]

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[1] Security sector reform is sometimes expressed as security sector governance, security sector transformation, security sector development or security sector management, as well as security and justice reform, depending on the context.

[2] The inter-agency Security Sector Reform Task Force is co-chaired by the Department of Peacekeeping Operations and the United Nations Development Programme (UNDP). Other members include the Department of Political Affairs; the Office of the United Nations High Commissioner for Human Rights (OHCHR); the Office of the Special Adviser on Africa; the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict; the Peacebuilding Support Office; the United Nations Children's Fund; the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women); the United Nations Institute for Training and Research; the Office for Disarmament Affairs; the United Nations Office on Drugs and Crime (UNODC); the United Nations Office for Project Services; and the United Nations Population Fund. For more information on the Task Force, see http://unssr.unlb.org/.

5. Security sector reform guidance and policies have been developed, thus improving coordination and coherence. In addition, a United Nations roster of security sector reform experts has been created to provide timely and flexible expertise to meet demands, and regular forums have been established for practitioners of security sector reform to exchange experiences and lessons learned. Security sector reform sensitization and training products have been delivered to United Nations practitioners, Member States and other partners. Various clusters of Member States have facilitated policy dialogues, and partnerships have been built with regional organizations and civil society networks. As acknowledged by Member States, the net result is a marked improvement in the coherence of the United Nations approach to security sector reform, and in the quality of support to national efforts.[3]

6. While significant steps have been taken towards the implementation of the recommendations contained in the previous report, the global security and development landscape is continuously changing and the Organization has learned lessons that have implications for its support to security sector reform processes.[4] This report presents an assessment of the Organization's impact in this area five years after the first report, and makes recommendations on how to further strengthen its comprehensive approach to security sector reform to meet future challenges.

7. Section II provides an overview of the emerging global trends within which the United Nations currently operates and their implications for the Organization's security sector reform agenda. Section III takes stock of United Nations support for and engagement with security sector reform since the first report. Section IV identifies remaining challenges, while section V focuses on the lessons learned in the past five years and puts forward a number of recommendations for the United Nations, Member States and other partners. Section VI provides conclusions.

II. Global developments and trends in support to security sector reform

8. The objective of security sector reform is to help ensure that people are safer through the enhanced effectiveness and accountability of security institutions operating under civilian control within a framework of the rule of law and human rights. Provision of security is a core function of the State. In many contexts, security institutions, such as the military and the police, are the most visible representatives of the State for the general public. Thus effective, accountable and professional security institutions can have a defining and positive impact on people's confidence in the State. In some contexts, however, security institutions are incapable of protecting populations against threats. In others, security providers not only fail to protect individuals and communities, they may marginalize, exclude or even prey on the very populations they are entrusted to protect.

[3] See S/PRST/2011/19 and the outcome documents of the events held by the United Nations Group of Friends of Security Sector Reform on 10 and 11 December 2012 (available from http://unssr.unlb.org/).

[4] See the report of the Secretary-General on the quadrennial comprehensive policy review of operational activities for development of the United Nations system (A/67/93-E/2012/79).

9. Such security patterns, combined with the emergence of new security dynamics across the globe, have challenged the validity of conventional approaches to security and reinforced the relevance of security sector reform. Recent events in Egypt, Libya, Mali and Tunisia, and diverse contexts such as Afghanistan, Iraq and Somalia, re-emphasize the relevance of security sector reform as a necessary tool for political transition and governance, which extends beyond the conventional focus on security sector reform in post-conflict situations. These and other contexts demonstrate that the security of the State and the state of security (of individuals and communities) are mutually interdependent; in other words, we have learned that when populations are not secure, neither is the State. This poses an important challenge to the typical State-centric, post-conflict approach to security sector reform and calls for approaches that combine the central role of the State with its ultimate dependence on, and linkages to, the security and safety of individuals and communities. Current approaches to security sector reform have been confronted with a proliferation of transnational threats, including trafficking in humans, drugs and arms; terrorism; insurgency; climate change and environmental degradation; organized crime and armed violence; and cybercrime. This has led to the realization that no single State can, on its own, meet these transborder challenges, and points to the need for increased cooperation across borders.

10. The security sector reform landscape has experienced significant developments and changes also in the number and nature of actors supporting reform processes. Non-traditional actors and a diverse range of countries are featuring more prominently in the provision of resources and expertise. There has been an increase in exchanges of knowledge and experience on security sector assistance between Member States, many of which have been beneficiaries of support in the area of security sector reform (see S/PRST/2011/19). Furthermore, regional and subregional actors such as the African Union (AU) and the Economic Community of West African States (ECOWAS) have become increasingly indispensable in the conceptualization, implementation, monitoring, evaluation and provision of external support to security sector reform processes, including through the articulation of policy frameworks.

11. The prevalence of traditional, informal security governance practices, particularly in Africa, demonstrates their continuing relevance in people's lives and the ambivalent relationship they continue to have with modern statutory institutions. In many contexts, non-State actors play an important role in delivering security and justice services. In other contexts, however, those actors can undermine security, contribute to human rights violations, and challenge the role and responsibility of the State. In all contexts, the United Nations is confronted by the need to ensure that it supports frameworks and interventions in the area of security sector reform that are inclusive and accountable, comply with human rights standards, and aim to enhance the social contract between the State and society and, ultimately, between the people and the security institutions empowered to protect them. The United Nations recognizes the relevance of those actors but does not, as yet, see how best to engage them. There is a need to better understand and address their role in the provision of security and in security sector reform more broadly. The emerging trend towards the outsourcing to private companies of support to security sector reform introduces a new set of dynamics and challenges, including an increased need to ensure national ownership and democratic control and oversight.

12. Changing patterns of violence also call for innovative responses. Conventional wars between and within countries have steadily decreased but many countries now experience serious and often repeating cycles of criminal and political violence. Indeed, most of the violence occurs in countries that are not experiencing active armed conflict. In 2011 the World Bank, in its *World Development Report*, found that no low-income fragile or conflict-affected State had so far achieved a single Millennium Development Goal and noted that countries that managed to reduce violence experienced faster development gains. It concluded that in fragile settings priority should be given to restoring confidence and to transforming State institutions so that they deliver justice, security and employment.[5]

13. One of the core objectives of peacebuilding is to address patterns of violence and insecurity by building resilient and legitimate institutions.[6] This requires addressing those deficits in the security sector that may have led to or exacerbated instability in the first place. Security sector reform is therefore often a key component of a country's peacebuilding agenda. An effective, accountable and legitimate security sector, respectful of the rule of law and international human rights norms and standards, can respond appropriately to sources of conflict and instability and prevent their escalation. In societies devastated by conflict or emerging from repressive rule, security sector reform has become a key component of comprehensive transitional justice programmes. At the same time, ensuring effective governance and oversight of the security sector to mitigate its politicization or instrumentalization can be vital to conflict prevention.

14. The New Deal for Engagement in Fragile States[7] stressed the importance of addressing the underlying causes of conflict and outlined a framework known as the Peacebuilding and Statebuilding Goals to streamline support. Those goals target security, justice, legitimate politics, economic foundations, and revenue and services. While in the Millennium Declaration of 2000 States recognized the importance of peacebuilding and citizen security, those concerns were not adequately reflected in the Millennium Development Goals. The specific goals and targets therefore did not incorporate key security, human rights and rule of law factors that form the basis for development. This has prompted calls for an increased focus on security in defining the post-Millennium Development Goal agenda, and the Global Thematic Consultation on Conflict, Violence and Disaster has played an important role in bringing attention to bear on this area in the current dialogue on the post-2015 development agenda.

15. These realities have highlighted the need to better balance service delivery to ensure that people's security and safety are restored or maintained, with a focus on longer-term institution- and capacity-building. Responding to immediate security needs is critical to restoring confidence and often serves as an important entry point for broader institutional transformation. The imperative of initiating long-term institutional reforms should not detract from the need to ensure that the basic and

[5] See World Bank, *World Development Report 2011* (Washington, D.C., 2011). Available from http://www.worldbank.org.

[6] In 2009, the report of the Secretary-General on peacebuilding in the immediate aftermath of conflict identified support to basic safety and security, including strengthening the rule of law and initiation of security sector reform, as one of the five priority interventions in peacebuilding contexts (A/63/881-S/2009/304, para. 17).

[7] The New Deal for Engagement in Fragile States was adopted in 2011 by the Group of Seven Plus (g7+), a group of 18 fragile and conflict-affected countries and their international partners.

immediate security needs of the population are met. This requires an inclusive and transparent approach to security sector reform based on dialogue between authorities and communities around security challenges and longer-term institution-building. Such dialogue should take into account the fact that security is often defined differently by women, men, boys and girls, as well as members of minority groups. Effective monitoring of the security sector by democratic oversight mechanisms is also important to prevent human rights violations and to build trust in security institutions.

16. Within this changing security environment, the United Nations is being asked to play a more central role in supporting national security sector reform efforts in a multiplicity of national and regional contexts.[8] Security sector reform has firmly entered into the Organization's peacekeeping, human rights,[9] peacebuilding, conflict prevention, and development agendas. This has been demonstrated, for example, by the increase in the number of Security Council mandates calling for security sector reform. In 2008, there was a total of 14 references to security sector reform in Security Council resolutions; in 2012, this number had risen to 37.

17. The complexity of Security Council mandates and Member State requests has also increased. Today, the United Nations is being asked to support the development of security "architectures", moving beyond isolated support to security "pillars". Increasingly, requests for support to security sector reform processes extend beyond efforts to right-size armed forces or train and equip uniformed personnel, which are critical yet narrowly defined exercises. The United Nations is required to balance its support for the reform of individual components of the security sector with sector-wide interventions that address strategic governance, management and oversight aspects.[10] Effective security service delivery clearly depends on the level of operational competence of individual security sector components such as defence, law enforcement, corrections, border and immigration and intelligence services. However, sector-wide interventions, which include the development of national security policies, strategies, plans and legislation, the facilitation of national dialogues on security, the development of management and oversight capacities, and

[8] The Security Council also made this observation in its presidential statement (S/PRST/2011/19), noting that an increasing number of peacekeeping and special political missions are mandated to support national security sector reform programmes, including those in Africa. This has also been recognized by the Special Committee on Peacekeeping Operations, which has taken note since 2010 of the increasing demands placed on the Security Sector Reform Unit in respect of supporting United Nations missions in the field (see A/64/19, A/65/19 and A/66/19).

[9] The importance of security sector reform has been recognized by the Special Rapporteur of the Human Rights Council on the promotion of truth, justice, reparation and guarantees of non-recurrence, who emphasized the importance of adopting a comprehensive approach to transitional justice by incorporating, inter alia, institutional reform and vetting of public employees and officials as measures to ensure the non-recurrence of serious human rights violations (see, for example, A/HRC/21/46).

[10] In its reports for 2011 and 2012, the Special Committee on Peacekeeping Operations stressed the importance of ensuring effective integration as regards sector-wide and component levels of United Nations support both in the field and at Headquarters (see A/65/19, para. 124, and A/66/19, para. 136). The Special Committee further recognized the important role that the United Nations can play in the provision of assistance in a variety of areas, including national security sector strategies; security sector legislation; security sector reviews; national security sector development plans; national dialogue on security sector reform; and national management and oversight capacities, as well as to national coordination bodies for security sector reform (see A/65/19, para. 126, and A/66/19, para. 138).

the conduct of security sector reviews, seek to improve the governance of the security sector as a whole.

III. Taking stock of United Nations support for security sector reform

Overview of the core elements of the report of 2008

18. My report of 2008 identified 10 basic principles that should guide the United Nations engagement in security sector reform (A/62/659-S/2008/39, para. 45).[11] On the basis of those principles, I recognized that the United Nations would rarely be an exclusive actor in a security sector reform process, noting that bilateral and multilateral partners would continue to play a major role in supporting national authorities in many contexts. I therefore identified potential roles for the Organization, drawing a distinction between "normative" and "operational" roles.

19. The potential normative roles identified in the report included the establishment of common international principles and standards as well as policies and guidelines, in addition to the contribution to collective knowledge on security sector reform (ibid., paras. 47-49). With regard to operational roles, it was noted that, where requested or mandated, the Organization can help to establish an enabling environment by supporting needs assessments and strategic planning, as well as coordination and specialized resource mobilization, providing technical advice to and building the capacity of security institutions and their oversight mechanisms, and supporting national and international partners in monitoring and reviewing progress (ibid., para. 50).

20. Building a coherent United Nations approach to security sector reform and forging partnerships (ibid., paras. 51-66) were also identified as priorities. The actual implementation of those roles, by Member States, and by United Nations entities individually or collectively, in the framework of the Security Sector Reform Task Force, has evolved significantly.

Normative role: building the foundations for effective delivery of security sector reform assistance

21. The legitimacy and global character of the United Nations give it a particular responsibility and opportunity to facilitate the elaboration of policy and guidance on security sector reform based on international laws and standards. Over the past five years, progress has been achieved in developing focused policy and guidance in key areas where this was lacking.

22. In response to requests from Member States, and following an extensive inter-agency consultation process, the Security Sector Reform Task Force prepared the first volume of the Integrated Technical Guidance Notes, which was launched

[11] Those principles included the centrality of national ownership; the need for flexible and tailored support and gender responsive approaches; the need for early planning for security sector reform and a clearly defined strategy; the centrality of integrity of motive, accountability and resources for the effectiveness of international support and effective coordination; and the importance of monitoring and evaluation against specific benchmarks.

late in 2012.[12] The notes provide United Nations staff with a common body of guidance for supporting national security sector reform processes in those areas where the Organization has a comparative advantage. The first guidance notes cover issues of immediate and practical relevance to United Nations staff, including national ownership of security sector reform; gender-responsive security sector reform; peace processes and security sector reform; democratic governance of the security sector; and support to national security policy and strategy-making. In 2012, during a high-level meeting of the United Nations Group of Friends of Security Sector Reform,[13] an informal Member State grouping, the guidance notes were identified as a significant achievement, which represents the implementation of a key component of the first report of the Secretary-General.[14] The development of the notes was considered to be a good example of how United Nations inter-agency coordination can lead to tangible outcomes.

23. A significant step forward was the adoption, in July 2011, of the human rights due diligence policy on United Nations support to non-United Nations security forces (see A/67/775-S/2013/110). The policy sets out principles for mainstreaming human rights in the work of United Nations actors supporting non-United Nations security entities. The main aim of the policy is to ensure that support is consistent with international human rights and humanitarian and refugee law and is not provided to security forces that risk committing grave violations of such law, or where the relevant authorities fail to take the necessary corrective or mitigating measures.

24. The first United Nations policy on defence sector reform was approved in August 2011 by the Under-Secretary-General for Peacekeeping Operations, following consultations with Member States, United Nations entities and civil society. The policy, which applies to all staff of the United Nations, describes the elements and parameters of the Organization's support to nationally led reform processes, including by identifying principles, core tasks, and limitations and constraints.

25. To facilitate knowledge-sharing and policy development, the Security Sector Reform Task Force has developed a dedicated community of practice, which has been strengthened through annual inter-agency practitioners' workshops, bringing together expertise from within and outside the United Nations system, for exchange of experience and knowledge, policy discussion and training. To develop a common understanding of and approach to security sector reform, the Task Force developed a number of sensitization and training products. These have been delivered to more than 600 representatives of Task Force member entities, Member States and partner institutions in more than 17 countries.

Operational roles: supporting national and regional security sector reform processes

26. Considerable progress has been made in fulfilling the operational roles highlighted in the report of 2008. While it is not feasible to provide an exhaustive list of United Nations security sector reform support activities over the past five

[12] The notes are available from the website of the Security Sector Reform Task Force (http://unssr.unlb.org/).

[13] The United Nations Group of Friends of Security Sector Reform (see para. 42 below) serves as an interface between the United Nations system and Member States to foster dialogue on the United Nations engagement in support of security sector reform. The Group of Friends has 36 members.

[14] The outcome documents of the meeting are available from http://unssr.unlb.org/.

years, this section offers examples of the type of assistance that the Organization is providing to national processes.

Needs assessment and strategic planning

27. In support of the development of national security policies, strategies and plans, United Nations entities have provided technical, legal and political assistance in different contexts. Central to these initiatives has been the focus on comprehensive needs assessments and reviews in order to build an empirical evidence base to inform reform processes. For example, in Guinea, the United Nations Office for West Africa (UNOWA), the Department of Peacekeeping Operations and the United Nations Development Programme (UNDP) undertook an assessment of the security sector in 2010, conducted under the auspices of ECOWAS and the African Union, with the support of the Peacebuilding Fund. This exercise provided the foundation for the national security sector reform process launched a year later. In 2010, the United Nations Stabilization Mission in Haiti and United Nations agencies supported the Haitian National Police in undertaking a joint security assessment and elaborating a strategic policing plan to enhance the security in camps for internally displaced people. Also in 2010, the United Nations Office on Drugs and Crime (UNODC) published a report assessing the problems posed by transnational organized crime around the globe; it subsequently launched a series of regional and thematic threat assessments in the area of transnational organized crime, informing security sector reform programming in a number of countries. In 2011, the United Nations Integrated Mission in Timor-Leste (UNMIT) assisted national authorities in completing a comprehensive review of the security sector, which informed the Government's security sector reform planning. In 2012, in Tunisia, UNDP assisted the Ministry of the Interior in undertaking a baseline study of the reforms required to improve security services to the population. In Papua New Guinea, the Office of the United Nations High Commissioner for Human Rights (OHCHR) and UNDP supported a human rights assessment of the police force which included recommendations on institutional reform, capacity-building and accountability.

28. In Burundi, Côte d'Ivoire, Somalia, South Sudan and Timor-Leste, United Nations missions have provided extensive support to the national authorities in developing national security and security sector reform strategies, policies and plans, which provide the basis for long-term reform. In the Comoros, the Office for Disarmament Affairs assisted in the development of a strategic plan for the national police, including guidelines and a code of conduct on the use of force and firearms. In addition, through various United Nations strategic planning mechanisms, including the integrated strategic frameworks, such assessments and reviews have helped to link security sector reform with other priorities and United Nations efforts, including in the areas of peacebuilding, national reconciliation, justice and corrections reform, transitional justice, disarmament, demobilization and reintegration, small arms and light weapons control, reduction of community violence and community security initiatives.

Facilitating national dialogue

29. The United Nations can play a key role in facilitating dialogue among national and local authorities, security sector institutions, civil society, and the broader population. This often contributes to a more cohesive, transparent and legitimate security vision, laying the foundation for the transformation of the security sector. In

diverse contexts such as the Central African Republic, Côte d'Ivoire, Guinea-Bissau, Liberia, Libya, South Sudan and Timor-Leste, the United Nations, often in partnership with other international actors, has supported dialogue processes on issues related to security sector reform. For example, in Guinea-Bissau, the United Nations supported a national consultation, which convened the leadership of State institutions and representatives of civil society to address criminal justice aspects of the national security sector reform process. The United Nations Operation in Côte d'Ivoire (UNOCI) facilitates monthly interactions between State officials, political parties and civil society to improve information-sharing and dialogue. Nevertheless, the United Nations, given its political neutrality and universal coverage, could do more to assist Member States in this area by demonstrating its value added in facilitating inclusive dialogue processes and better communicating this comparative advantage to its partners.

Capacity-building for oversight mechanisms

30. Assisting national authorities with the development of executive and legislative oversight mechanisms has been a key priority for the Organization over the past few years. For example, in Burundi, the Central African Republic, the Democratic Republic of the Congo, Liberia, South Sudan and Timor-Leste, the United Nations has provided extensive support to the elaboration of security legislation, as well capacity-building assistance to enhance parliamentary oversight. In Sierra Leone, the United Nations Integrated Peacebuilding Office in Sierra Leone and OHCHR supported the national authorities in creating an external police oversight mechanism. In Colombia, OHCHR assisted with the development of a legal framework on intelligence functioning and the establishment of a parliamentary intelligence oversight committee. In Timor-Leste, the United Nations assisted the legislature in developing a mechanism for oversight of the intelligence services. In Guinea-Bissau and Liberia, the United Nations helped to review legal frameworks and national policies in order to enhance civilian oversight of the armed forces and law enforcement institutions. The United Nations Mission in South Sudan has supported the establishment of a national oversight coordination mechanism and provided capacity-building to its members. In Turkey, UNDP is leading the implementation of a European Union-funded project to improve civilian oversight of the security sector. This has contributed to fostering a common understanding of civilian oversight and management, emphasizing the role of the Ministry of the Interior, governors and district governors. In Central and West Africa, the Office for Disarmament Affairs has contributed to the organization of a series of workshops for parliamentarians on issues of small arms and light weapons in support of broader security sector reform efforts.

31. Strengthening the capacity of civil society to support effective civilian oversight has been a priority. In Nepal, OHCHR provided capacity-building and technical assistance to a civil society network that monitored security forces during public protests and provided recommendations on their performance. The United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) has supported a civil society network on security sector reform and justice to formulate inclusive policy recommendations on security sector reform in the country. In Liberia, Haiti, Timor-Leste and Uganda, UN-Women has supported community-based women's organizations in holding routine forums with security actors to identify security threats and mitigating actions. This has proved to

be an effective strategy for increasing the responsiveness of security institutions to the threats faced by women and girls, as well as increasing women's contribution to solving security problems.

Provision of technical advice and support

32. Over the past five years, most peacekeeping operations and special political missions, as well as United Nations country teams engaged in security sector reform, have provided specialized expertise to national authorities on the reform of components of the security sector, including defence, relevant elements of the justice and corrections sectors, and institutions responsible for border management, customs, civil emergencies, and crime prevention, among others. In Timor-Leste, UNMIT assisted the Secretary of State for Defence and the Army Commander in strategic defence planning and policy-shaping, and trained Timorese Defence Force personnel in maritime security concepts. In Colombia, OHCHR advised the Ministry of Defence on and monitored the implementation of internal control measures for the prevention of human rights violations by the military in the context of the internal armed conflict. The United Nations Support Mission in Libya, in collaboration with the Libyan authorities and in coordination with the international community, continues to support the development of Libya's strategic security vision through the project known as "Towards a Defence White Paper", which aims to lay the groundwork for future reform of the country's defence sector.

33. In West Africa, the joint West Africa Coast Initiative[15] aims at enhancing the capacity of Member States to respond to transnational organized crime and illicit trafficking in Guinea-Bissau, Liberia and Sierra Leone.[16] In East Africa, UNODC is supporting regional efforts to prosecute suspected pirates apprehended off the coast of Somalia. States with naval forces active in the region have concluded transfer agreements with regional actors such as Kenya and Seychelles for the prosecution of suspected pirates in their national legal systems. In Guatemala, a joint security sector reform initiative of UNDP, UNODC and UN-Women, supported by the Peacebuilding Fund, has resulted in the establishment of a Human Trafficking Unit within the Attorney General's Office and the initiation of a training programme for its officers. This initiative has enhanced the ability of law enforcement institutions to investigate crime scenes, collect evidence and respond to cases of trafficking. In the Central African Republic, the United Nations is supporting the reform of police and gendarmerie functions in the areas of human rights and gender. In Guinea-Bissau, the Organization is assisting in vetting processes, and in Egypt support focuses on sharing good practice on policing.

34. Increased emphasis has also been placed on the political economy of security sector reform, to address the affordability and sustainability of reforms. Recent examples include innovative work on reviews of public expenditure in the security sector by the United Nations Mission in Liberia (UNMIL) and the World Bank between 2011 and 2012, with assistance from the Department of Peacekeeping Operations, as well as UNDP support to enhance public financial management in Guinea. In South Sudan, the United Nations and international partners have

[15] This initiative is supported by the Departments of Political Affairs and Peacekeeping Operations, UNODC, the United Nations Office for West Africa and the International Criminal Police Organization (INTERPOL).

[16] It will also include Côte d'Ivoire and Guinea in the course of 2013.

supported the security budget sector working group. In 2011, UNODC launched the Tools and Resources for Anti-Corruption Knowledge (TRACK) initiative. This web-based anti-corruption portal brings together legal and non-legal knowledge on anti-corruption and asset recovery, enabling government officials, practitioners and the general public to access such information in a user-friendly way.

35. Demand for highly specialized technical assistance and cooperation is also apparent in other areas, such as gender and small arms control. For example, in 2009, the Office of the Special Adviser on Africa, in partnership with members of the Inter-Agency Task Force on Africa, and in close cooperation with the United Nations Development Fund for Women (UNIFEM)[17] and the Security Sector Reform Unit in the Department of Peacekeeping Operations, organized a seminar on security sector reform and the protection of women, resulting in a set of recommendations for the inclusion of women and gender issues in the United Nations support for security sector reform, informed by resolution 1325 (2000) on women and peace and security. In Guinea, the Niger and Togo, the Office for Disarmament Affairs Regional Centre has trained over 400 security personnel on the principles of use of force and firearms, human rights and international humanitarian law, in cooperation with OHCHR, UNDP and the International Committee of the Red Cross. In Latin America and the Caribbean, the Office's Regional Centre has trained over 4,000 police, border, customs and judicial officers on small arms control. In addition, a partnership of the Department of Peacekeeping Operations and the Office for Disarmament Affairs on arms embargo monitoring has assisted the United Nations police, UNOCI and UNMIL with the provision of practical tools and training in line with international standards.[18]

Coordination and resource mobilization

36. Support to national and regional authorities in the mobilization of resources and coordination of external assistance for security sector reform constitutes an important operational role for the United Nations. In Nepal, the United Nations Mission in Nepal supported national coordination efforts by holding regular coordination meetings. In the Democratic Republic of the Congo, MONUSCO is supporting the Ministry of Planning in developing matrices to facilitate the coordination of international security sector reform assistance. However, as demonstrated in a number of contexts, one of the main challenges to effective coordination is the reluctance on the part of some international partners to share information on their support to security sector reform. This may be driven by a divergence of interests between partners or a preference on the part of host Governments to engage partners on a bilateral basis.

37. Through its strategic partnership with the African Union on security sector reform, the Department of Peacekeeping Operations is assisting the African Union Commission in mobilizing resources for a 30-month capacity-building programme. In Timor-Leste, a joint Department of Peacekeeping Operations-UNDP team helped the national authorities to leverage resources to build the capacity of a number of security institutions. The United Nations Office in Burundi is currently supporting the Commission on Civilian Disarmament and Combating the Proliferation of Light and Small Calibre Arms to mobilize resources for the second civilian disarmament

[17] The United Nations Development Fund for Women is now part of UN-Women.

[18] International Ammunition Technical Guidelines and International Small Arms Control Standards.

campaign. In Somalia, in 2009, the United Nations established a trust fund in support of the Somali transitional security institutions, which has generated more than $25 million since its establishment.

Monitoring, evaluation and review

38. Supporting national and international partners in monitoring, evaluating and reviewing the progress of reform is an area of growing importance. In Côte d'Ivoire, UNOCI is supporting the National Security Council secretariat in developing indicators and benchmarks to monitor the implementation of the national security sector reform strategy. In 2008, in Liberia, UNMIL helped the country's security institutions to develop a national security implementation matrix to provide a common basis for coordination, monitoring and evaluation of security sector reform interventions. Human rights monitoring has proved to be key in assessing and monitoring the impact of security sector reform in some contexts. The United Nations Assistance Mission in Afghanistan has, since 2010, monitored and reported on the treatment of conflict-related detainees in Afghan custody. That reporting has become an authoritative source of information and analysis for the international community, in particular with respect to reform initiatives targeting the National Directorate for Security.

Security sector reform capacities

39. To implement the operational roles outlined in the report of 2008, the Organization has increased its field capacities. The number of dedicated security sector reform teams in peacekeeping operations and special political missions has increased from 3 in 2007 to 11 today. Other missions are mandated to undertake or support tasks related to security sector reform but do not include a dedicated security sector reform capacity. At the request of the national authorities, the United Nations has co-located security sector reform advisers in key government offices in Côte d'Ivoire, Guinea, South Sudan and Timor-Leste.

40. In line with the recommendation in the previous report to create a United Nations inter-agency security sector reform support unit, hosted by the Department of Peacekeeping Operations, to assist the Organization in linking the different and interrelated components of security in order to deliver coherent and coordinated support to national security sector reform processes (A/62/659-S/2008/39, para. 60), the Security Sector Reform Unit, within the Office of Rule of Law and Security Institutions of the Department, was established in 2009. The Unit acts as the secretariat to the Security Sector Reform Task Force and serves as the focal point and technical resource capacity on security sector reform for the United Nations system and national and international partners (see ST/SGB/2010/1). Given this mandate, the Unit supports both peacekeeping operations and special political missions with security sector reform mandates, as well as peacebuilding offices, in close coordination with partners in the Secretariat, in particular the Department of Political Affairs and the Peacebuilding Support Office. The Unit provides technical assistance to other actors, such as the African Union, involved in assisting national and regional security sector reform efforts. In its reports for 2010, 2011 and 2012, the Special Committee on Peacekeeping Operations noted its appreciation for the efforts of the Security Sector Reform Unit since its establishment in 2009 (see A/64/19, A/65/19 and A/66/19).

41. In my last report I identified the development of adequate human resources capacity as a particular challenge given the relative global shortage of expertise in security sector reform. Over the past five years, capacity has been bolstered through the development of standardized job descriptions and staff rosters for security sector reform. Furthermore, the creation of the United Nations roster of security sector reform experts, early in 2010, has enhanced our ability to respond to requests for short-term support. The roster provides a geographically diverse and gender-balanced pool of senior, pre-screened, qualified experts in over 20 areas of expertise for rapid deployment upon request for security sector reform assistance. Roster experts have been deployed to support, inter alia, security sector assessments, the development of project documents, the organization or facilitation of seminars, or the evaluation of security sector reform programmes in contexts such as the Comoros, Côte d'Ivoire, Guinea, Liberia, Nepal and Somalia. Unfortunately, despite the high demand for the roster, a number of requests have not been fulfilled, owing to the lack of dedicated resources for its management and the deployment of its experts.[19]

Working with partners: building partnerships with Member States, regional organizations and civil society

42. Much has been achieved regarding the recommendation in the earlier report to build partnerships to provide effective support, expertise and adequate resources to national security sector reform processes. The informal United Nations Group of Friends of Security Sector Reform, established in 2007 at the initiative of the Government of Slovakia, has proved vital in helping to develop a consensus on the United Nations security sector reform agenda. The Group of Friends is now co-chaired by the Governments of Slovakia and South Africa, with the possibility that the co-chair position occupied by South Africa may rotate between different African Member States. The Security Sector Reform Unit has also facilitated and provided technical support to the emergence of similar groupings of Member States, notably the High-level Forum on African Perspectives on Security Sector Reform, co-chaired by the Governments of Nigeria and South Africa. First convened in 2010, then again in 2012, the forum has become an established mechanism for regular discussion of African perspectives. Late in 2012, it was decided that the forum would be folded into the activities of the Group of Friends. This will help to facilitate consensus-building on security sector reform-related issues among a diverse group of Member States.

43. The Security Sector Reform Task Force has taken steps to build partnerships with regional organizations and to support the development of regional priorities and frameworks. In September 2009, UNDP, in collaboration with the Governments of Argentina and Slovakia, organized a workshop for Latin America in Buenos Aires.[20] In March 2010, the Governments of Indonesia and Slovakia included

[19] Since the launch of the United Nations roster of security sector reform experts, 15 requests for assistance have been received on average per year. Unfortunately, despite the high demand for the roster, no dedicated resources for its management and the deployment of its experts exist. As a result, only nine requests, or 19 per cent, have been fulfilled, primarily through voluntary contributions from Member States.

[20] International workshop on contributing to the United Nations approach to security sector reform: insights from Latin America and the Caribbean.

security sector reform as a major item in a workshop for South-East Asia, held in Jakarta.[21]

44. Since 2009, the African Union Commission and the United Nations, represented by the Security Sector Reform Unit, have developed a strategic partnership on security sector reform, which aims to assist the African Union with the elaboration of its recently adopted policy framework on security sector reform and to simultaneously build the Commission's capacities to implement the framework through a multi-year capacity-building programme. Launched in January 2013, the capacity-building programme is being implemented in partnership with the European Union, while substantive, technical and programme services support is provided by the Department of Peacekeeping Operations, the United Nations Office to the African Union, the African Security Sector Network and the United Nations Office for Project Services. This unique partnership was welcomed by the Security Council in its presidential statement of 2011. The Council encouraged other regions to consider establishing such partnerships in order to better facilitate the exchange of lessons learned and best practices, as well as develop regional frameworks for security sector reform support, reflecting the participation of regional and subregional organizations (see S/PRST/2011/19).

45. The United Nations has developed working partnerships with other multilateral organizations, think tanks and civil society networks. UNDP and the Department of Peacekeeping Operations are working with the World Bank to develop a sourcebook on security sector public expenditure reviews. The Organization's partnership with the Geneva Centre for the Democratic Control of Armed Forces has been instrumental in the preparation of the Integrated Technical Guidance Notes and the thematic review of security sector reform and peacebuilding,[22] as well as the exchange of good practices and lessons learned. The African Security Sector Network has been a key partner of the United Nations in providing support to the African Union and in the facilitation of policy dialogues, including within the framework of the High-level Forum on African Perspectives.

Developing a coherent United Nations approach to security sector reform: the inter-agency Security Sector Reform Task Force

46. One of the core observations in my report of 2008 was that, despite the United Nations extensive experience in supporting national security sector reform efforts, the Organization lacked a system-wide approach for delivering coherent assistance in this area. In some contexts, it also lacked capacities and resources. Accordingly, I called on the United Nations system to build on efforts to develop system-wide coherence and coordination in the provision of support to security sector reform that were already under way.

47. As part of the broader effort to foster system-wide coherence, I established, in 2007, the inter-agency Security Sector Reform Task Force, whose membership has doubled from 7 to 14 since its creation.[23] This expanding membership is a reflection of the increasing demand for support and specialized expertise in security sector reform across the Organization. While the Department of Peacekeeping Operations

[21] International workshop on the role of the United Nations in peacekeeping and post-conflict peacebuilding: towards an ASEAN perspective.

[22] See footnote 27.

[23] See footnote 2 for a list of the entities that make up the Security Sector Reform Task Force.

has chaired the Task Force for most of the past five years, it is now co-chaired by the Department and UNDP. Between 2008 and 2012, the members of the Task Force implemented a multi-year capacity-building programme with funding from voluntary contributions of Member States. The Task Force has enhanced its efforts to develop joint programmes and initiatives, including joint assessments and strategies, in order to strengthen coordination and collaboration in the field. For example, in this framework, and upon a request from the Peacebuilding Support Office, the Department of Political Affairs and UNOWA, the Task Force established a sub-working group on Guinea in mid-2011. The sub-working group, which is co-chaired by the Department of Political Affairs and UNDP, provides a forum for discussion on Guinea to supplement ongoing efforts in the country and ensure a coherent approach by all actors.

48. Through its extensive work in developing much-needed guidance and in creating a common forum on security sector reform, the Task Force and its secretariat have established themselves as important sources of expertise. Indeed, in its presidential statement of 12 October 2011, the Security Council commended the efforts of the United Nations, in particular the Department of Peacekeeping Operations, including the Security Sector Reform Unit and the inter-agency Security Sector Reform Task Force, in further strengthening a comprehensive United Nations approach to security sector reform, through the development of guidance and civilian capacities, coordination mechanisms, and collaboration with regional and subregional organizations, in particular the African Union (see S/PRST/2011/19). In its reports for 2011 and 2012, the Special Committee on Peacekeeping Operations expressed appreciation of the work done through the Security Sector Reform Unit's leadership of the inter-agency Security Sector Reform Task Force (see A/65/19 and A/66/19). The Task Force is also working towards further enhancing its collaboration with the Rule of Law Coordination and Resource Group.

49. Other mechanisms and initiatives to enhance coherence include the Peacebuilding Commission's country-specific configurations,[24] which seek to strengthen the coordination and delivery of support at the country level, including in the area of security sector reform. Efforts at Headquarters include the appointment, in September 2012, of the Department of Peacekeeping Operations and UNDP as the joint global focal point for the police, justice and corrections areas in the rule of law in post-conflict and other crisis situations,[25] which seeks to strengthen the Organization's ability to fill critical civilian capacity gaps and facilitate the provision of joint support to national authorities in these areas. In the case of support to peacekeeping operations, the Task Force works closely with the integrated operational teams in the Office of Operations of the Department of Peacekeeping Operations. This ensures the provision of integrated support and advice to the missions.

[24] There are currently six country-specific configurations, concerning Burundi, the Central African Republic, Guinea, Guinea-Bissau, Liberia and Sierra Leone.

[25] OHCHR will join the co-location established by UNDP and the Department of Peacekeeping Operations to operationalize the global focal point at Headquarters.

IV. Remaining challenges

50. The Organization is developing a common understanding and coordinated approach to security sector reform across the United Nations system and is fulfilling many of the roles outlined in the report of 2008. More work needs to be done, however. We have learned that the success or failure of security sector reform efforts depends on the political environment in which reform is carried out. Contexts such as the Central African Republic, Côte d'Ivoire, Liberia, Somalia or Timor-Leste illustrate that security sector reform needs to be linked to broader political reforms that create the foundations for transformative processes such as national dialogues, reconciliation efforts or transitional justice initiatives. In the absence of these foundations, security sector reform is neither sustainable nor transformative.

51. Political space, leadership and commitment are a precondition for and a manifestation of national ownership, which is one of the key principles highlighted in the last report. The guidance note on national ownership, prepared by the Task Force, provides a clear definition of the concept and outlines practical steps on how to support security sector reform on the basis of national ownership. Ensuring that security sector reform processes reflect the host Government's primary role, while promoting inclusiveness, remains a key challenge for operationalizing national ownership. This may require moving beyond a narrow partnership with formal authorities towards a whole-of-society approach, with a particular focus on engaging civil society, including women and vulnerable groups, bearing in mind the important role played by informal justice and security providers in many contexts.

52. Security sector reform processes are often externally funded, thereby undermining sustainability and full ownership. In a number of contexts, including Guinea, Liberia and Timor-Leste, we have been reminded that national ownership also requires, to the extent possible, the allocation of national resources to the reform process on a systematic basis, through relevant appropriative and legislative authorities.

53. The Security Council can play a key role in enhancing national ownership by taking additional steps to ensure that its mandates more visibly incorporate the perspectives of the countries under consideration. This can be achieved by engaging national authorities more systematically in mandate discussions. Experience has shown that the successful implementation of Security Council mandates depends, to a large extent, on the degree to which the mandates respond to national concerns and needs.

54. Another lesson learned is that successful transformation of the security sector transcends changes in individual components of the sector such as the police, army, border control, coast guard and civil emergencies services, which seek to enhance the capacities, effectiveness and professionalism of security providers. Critically, the Organization and Member States have come to appreciate the importance of sector-wide initiatives that have a transformative impact and address the strategic, governance and architectural framework of the sector.[26] As noted in the previous section, the United Nations is increasingly providing assistance in this area. In many contexts, the Organization may have a comparative advantage relative to other

[26] See footnote 10.

partners in providing sector-wide support, but the resources to deliver this support remain inadequate. For example, in its thematic review of security sector reform and peacebuilding in 2012, the Peacebuilding Support Office concluded that the support efforts of the Peacebuilding Fund in "software" areas such as institutional governance or oversight were marginal in relation to the resources dedicated to "hardware" priorities such as infrastructure, training and equipment.[27] There is also a growing recognition that the United Nations role in security sector reform is both a distinct discipline with specific expertise to engage at the sector-wide level and an integrative function, whose primary raison d'être is to enable or facilitate coherence and coordination among various United Nations and, in some contexts, non-United Nations actors engaged in security sector reform.

55. In order to create basic trust between citizens and State institutions, and to begin to address social contract deficits, security institutions must improve the quality of the security services they provide to the public. This requires a clear focus on the ultimate objective of increasing people's security and safety which, in turn, necessitates an inclusive dialogue and the participation of communities and civil society organizations, including women's groups. Accordingly, the United Nations support to national security sector reform efforts should continue to ensure improved security through initiatives that support longer-term reform, violence prevention and conflict transformation. At the same time, such support must assist in facilitating immediate security service delivery through, for example, community-oriented policing, justice delivery and small arms and light weapons control. The United Nations must also promote accountability measures to address past and present human rights violations in accordance with international human rights law and standards.

56. To meet these multiple requirements, security sector reform activities and expertise need to be linked to a broader set of practice areas. These include respect for and protection of human rights for individuals and groups at risk, gendered security analysis, disarmament, demobilization and reintegration, control of small arms and light weapons, community-based approaches, reduction of armed violence, and public financial management in the security sector. Attention must also be paid to anti-corruption measures given the risks corruption poses to the viability and sustainability of any reform. The successful implementation of a protection of civilians mandate depends largely on medium- to long-term accomplishments in the area of security sector reform. Effective security sector reform is also key to the prevention, response to and eradication of gender-based violence, including conflict-related sexual violence.

57. Monitoring and evaluation can be a challenging undertaking. Partners do not always share a common appreciation of the fact that qualitative impact, such as an increase in the trust and confidence of individuals and communities in security institutions, is often long term in nature and difficult to measure. Qualitative elements are often much more significant, however, than visible quantitative changes, which are measured, for example, by the number of personnel trained or

[27] According to the thematic review of security sector reform and peacebuilding, 93 per cent of the resources allocated by the Peacebuilding Fund had been directed towards infrastructure, training and equipment and operations support, whereas only 7 per cent had been allocated to general security sector reform. The review is available from www.un.org/en/peacebuilding/pbso/pdf/SSR2_web.pdf.

buildings rehabilitated. The United Nations must do more to enhance its monitoring and evaluation capacities and ensure that comprehensive approaches build on national development priorities and broader international frameworks.

58. The United Nations is usually one of several actors providing support to security sector reform and has made important progress in expanding and deepening partnerships, particularly with regional and subregional organizations. While partnerships have been most prominent with the African Union and regional economic communities on the African continent, there is a recognition that more could be done in other regions.

59. There has been a significant increase in the number and type of actors providing support to security sector reform, in addition to changes in the nature of support. More Member States are now providing assistance than five years ago, including many that were previously beneficiaries of such support. However, as recognized by Member States, including during the High-level Forums on African Perspectives on Security Sector Reform of 2010 and 2012, the expertise and experiences of these horizontal partnerships are inadequately captured by prevailing policy discourse and practice.[28] The United Nations Civilian Capacities Initiative represents an important step forward and the pool of security sector reform expertise must continue to be enlarged. It is often challenging, moreover, to ensure the provision of technical expertise and resources when requested. The United Nations roster of security sector reform experts provides a promising source of rapidly deployable, geographically diverse expertise but dedicated funding is required to optimize its functioning.

60. The Security Sector Reform Task Force has proved to be a highly effective coordination mechanism, providing a common platform for the formulation and implementation of various policy and guidance frameworks. It will need to further enhance its support to United Nations field presences in developing joint strategies, programmes and resource mobilization initiatives. It must also continue to link strategic and operational guidance from Headquarters to results in the field. Notwithstanding the results the Task Force has achieved, the sustainability and predictability of its work continue to be challenged by its entire dependence on extrabudgetary support, including for the functioning of its secretariat.

V. Lessons learned and recommendations on the way forward

61. Over the past five years, the United Nations has made considerable progress in addressing the deficits highlighted in the report of 2008, in line with the guidance offered by the General Assembly and the Security Council. This includes the elaboration of technical guidance and policies to enhance delivery of support to national security sector reform processes, and the establishment of specialized capacities in the field and at United Nations Headquarters to better respond to requests from Member States and Security Council mandates. System-wide coherence and coordination have been improved, including through the concerted efforts of the inter-agency Security Sector Reform Task Force, and partnerships

[28] See the final report of the High-level Forum on African Perspectives on Security Sector Reform, of May 2010, available from http://unssr.unlb.org/Resources/UNSSRPublications/tabid/204/SMID/498/Itemid/113/Default.aspx.

have been forged with Member State forums, civil society and subregional and regional organizations, including the African Union. The remaining challenges suggest that the Organization, its Member States and other partners should focus on addressing a number of core issues in order to further strengthen the United Nations comprehensive approach to supporting national security sector reform efforts, as set out below:

(a) National ownership of security sector reform processes must be inclusive as this increases the confidence in and legitimacy of security institutions, and ensures that security efforts respond to national security concerns as well as local needs. **Member States undertaking reform are therefore encouraged to firmly take the lead in defining a broad-based national vision on security sector reform, informed by the needs and aspirations of the population. In defining this vision, Member States should apply a holistic, participatory and transparent approach to security sector reform, based on an inclusive dialogue process among and between authorities at various levels, from all branches of government and security sector institutions, national human rights institutions, civil society, especially women's groups and child protection advocates, and other non-State actors, while continuing to reflect and reinforce the host Government's primary role. Entities in the Security Sector Reform Task Force stand ready to support these initiatives. There is also a need to better understand and address the role of non-State actors in the provision of security and support to security sector reform more broadly.**

(b) Sustainable national ownership also requires the commitment of human and financial resources to the security sector reform process. **To ensure the long-term sustainability and viability of reforms, Member States undergoing reform should strive to allocate adequate national resources, including through relevant legislative authorities, to the reform process. At the same time, international partners, including the international financial institutions, are encouraged to dedicate sufficient short- and long-term assistance to the security sector, where needed.**

(c) With specific regard to peacekeeping and peacebuilding, Security Council and General Assembly mandates for peacekeeping operations and special political missions offer an important entry point for ensuring the practical application of the principle of national ownership. **I encourage the Security Council and the General Assembly to prioritize early involvement of national stakeholders in negotiations on the security sector reform-related dimensions of their resolutions. Particular efforts should be made to ensure that provisions relating to security sector reform are better tailored to respond to specific national contexts and challenges.**

(d) Support to national security sector reform processes is being provided in rapidly changing contexts of security which will require that the Organization changes or adjusts the tools it uses to respond to threats so that security sector reform efforts contribute in a meaningful way to ensuring that people are safer. **Notwithstanding the continued importance of assisting Member States in building the capacity and institutional framework of their security sector, the United Nations support should emphasize initiatives that address people's immediate security needs. This requires working closely with national authorities to extend security service delivery, while building on existing local**

initiatives and forming partnerships with communities to ensure the security and safety of the population.

(e) Successful security sector reform is predicated on a combination of reform of individual components of the security sector — such as the police, army, intelligence services, border control agencies, coast guard and civil emergencies services — and sector-wide initiatives that address the strategic, policy and architectural framework of the sector. The United Nations is particularly well positioned to support such reforms and often has a comparative advantage at the sector-wide level. **The Security Sector Reform Task Force will explore ways to strengthen the linkages between sector-wide initiatives and component-specific interventions for a more comprehensive and integrated approach to security sector reform. This will necessitate enhanced capacities to support strategic-level reforms that encompass the entire sector in a systemic manner.**

(f) Additional attention should be given to enhancing coherence through a common understanding and appreciation of, as well as response to, the United Nations role in sector-wide and component-level reform, both within the Organization and with its bilateral and multilateral partners. **The Security Sector Reform Task Force will develop a system-wide training and sensitization programme, including on the Integrated Technical Guidance Notes. These initiatives will cut across the United Nations system and be tailored to a variety of audiences, including senior management. In the related and specific area of defence sector reform, particular efforts will be made to ensure that the United Nations policy on defence sector reform is operationalized as an integral part, and within the broader framework, of security sector reform. In this regard, the Security Sector Reform Unit will, as a matter of priority and in close coordination with the Office of Military Affairs in the Department of Peacekeeping Operations, conduct a mapping of mission-specific needs, develop guidance notes and provide training to personnel in the field. The Human Rights Due Diligence Policy on United Nations Support to Non-United Nations Security Forces will be fully disseminated and operationalized to support the sustainability and strengthening of national capacity to address human rights challenges within security sector reform efforts.**

(g) The international community has learned that security sector reform is both a distinct discipline and an integrative function, and that the work of the United Nations in this vital area entails delivering on both of these roles. However, much more needs to be done to clarify and capacitate the integrative role of the United Nations. **It is necessary to position security sector reform capacities within United Nations missions, or country teams in particular configurations, to allow the operationalization of this dual role. Recognizing that security sector reform is a strategic function, it should be considered an integral part of the good offices role of my special representatives.**

(h) Security sector reform needs to be better linked to other critical practice areas such as reduction of armed violence, control of small arms and light weapons, disarmament, demobilization and reintegration, security sector public financial management, respect for and protection of human rights for individuals and groups at risk, gendered security analysis, and the prevention, response to and eradication of gender-based violence, including conflict-related sexual violence. **The Security Sector Reform Task Force will develop guidance on how relevant practice areas**

can be normatively and operationally integrated into or linked to the United Nations approach to security sector reform. The United Nations will also focus on supporting Member States in designing security sector reform programmes that are responsive to the specific needs of women and girls, in line with the guidance note on gender-responsive security sector reform. Emphasis will also be placed on developing training curricula, codes of conduct, and operational doctrines to prevent sexual and gender-based violence, in close collaboration with relevant line ministries, and United Nations entities concerned with reproductive health, gender-based violence and related fields, including conflict-related sexual violence.

(i) The growing complexity of security sector reform processes and the interlinkages between security sector reform and other practice areas require the alignment of capacities and resources. The Task Force has a special role to play in assisting its individual entities at the country level in the design and implementation of joint programmes that respond to national priorities. **The Security Sector Reform Task Force will advise United Nations field presences, including peacekeeping operations, special political missions and United Nations country teams, on joint strategies, programmes and resource mobilization initiatives, with a view to strengthening coordination and effective delivery at the country level, in accordance with the integrated assessment and planning policy and national frameworks. Such initiatives should address both long-term institutional reforms and people's immediate safety and security needs. To further enhance coordination and coherence, working arrangements will be considered for the prospective use of existing funding mechanisms of Task Force members, including the Peacebuilding Fund, to support joint strategies and programmes.**

(j) Measuring the impact of security sector reform programmes is a complex process that is intrinsically linked to national ownership. Monitoring and evaluation frameworks, including indicators, benchmarks, targets and objectives, should therefore fit into overarching national planning frameworks such as security, peacebuilding, transitional justice and development plans, and must clearly assess the impact of security sector reform interventions on gender, protection of civilians and other related areas. **It is imperative for Member States and the Security Sector Reform Task Force to further strengthen comprehensive monitoring and evaluation approaches for security sector reform, taking into account the New Deal for Engagement in Fragile States. In doing so, it is important to remain mindful of the challenges in measuring results and impact in this area, while continuing to exercise flexibility and maintaining a long-term perspective. Task Force members will also ensure that the Organization's planning, implementation, monitoring and evaluation in the area of security sector reform are closely aligned to security sector priorities in national planning frameworks, such as security, peacebuilding, transitional justice and development plans.**

(k) Human rights monitoring has proved to be crucial in identifying institutional risk factors and ensuring that security sector reform strategies guarantee the full respect for human rights by security sector institutions undergoing reform and their accountability in this regard. **Where the United Nations has such a mandate, the results of human rights monitoring should be integrated into**

security sector reform planning to ensure that individuals continue to be the ultimate and direct beneficiaries of security sector reform efforts.

(l) Security sector reform partnerships are vital to ensure the provision of necessary expertise, resources and political support to international and national efforts. I welcome the adoption, by African Union member States, of the first continental policy framework on security sector reform. It is also encouraging that the African Union and the United Nations have developed a strategic partnership to implement this framework with the support of the European Union and other donors. This could serve as a useful model for normative development and partnerships with other regional and subregional organizations. **United Nations entities, within the framework of the Security Sector Reform Task Force, will work closely with regional and subregional organizations to support the development of security sector reform frameworks that build on regional perspectives and take into account transnational security issues, as well as helping to build professional and accountable security sectors, as requested. I encourage United Nations entities and Member States to continue to establish partnerships and work closely with civil society networks, think tanks and other actors to ensure that good practices and lessons learned are used to consistently improve the provision of support to security sector reform.**

(m) Member State initiatives, such as the United Nations Group of Friends of Security Sector Reform, initiated by the Government of Slovakia, and the High-level Forum on African Perspectives on Security Sector Reform, co-chaired by Nigeria and South Africa, provide important forums for inclusive dialogue within the United Nations system. **I call on Member States, in particular the Peacebuilding Commission and the United Nations Group of Friends of Security Sector Reform, to continue to be engaged and to facilitate strategic discussions on strengthening the United Nations approach in this critical area.**

(n) Many Member States have their own rich expertise and experiences in security sector reform which deserve to be shared, including through an increase in South-South exchange. **It would be important for the Organization to actively take advantage of the CAPMATCH platform and explore the interoperability of existing rosters, including the United Nations roster of security sector reform experts. I encourage Member States to utilize the roster and to provide financial and technical resources to enable the deployment of expertise from the roster.**

(o) The Security Sector Reform Task Force and its secretariat, the Security Sector Reform Unit of the Department of Peacekeeping Operations, have solidly emerged as important sources of expertise on security sector reform. However, the current allocation of capacities and resources remains inadequate relative to the breadth of responsibilities and requests. The Organization therefore needs to enhance the capacities of these entities to enable them to meet their operational mandate, particularly with respect to enhanced delivery of field support. **I urge Member States to ensure that the Security Sector Reform Task Force and its secretariat are provided with the necessary resources to play their mandated role in promoting an effective, coherent and well-coordinated approach in this crucial area.**

VI. Conclusions

62. My report of 2008 on security sector reform was prepared on the basis of the recognition that, while the United Nations had engaged in supporting national efforts, the Organization lacked the methodology, resources and capacities, as well as common principles, standards and guidance to deliver a system-wide approach in support of security sector reform processes at the national and regional levels. The report put forward a number of recommendations to respond to those deficits, focusing on normative development, operational roles, building partnerships and enhancing coherence.

63. Today, security sector reform is acknowledged by the Security Council and the General Assembly as a central component of the Organization's peacekeeping, peacebuilding and development agendas. The establishment and consolidation of the Security Sector Reform Task Force has been an important accomplishment through which mechanisms, policies and guidance have been developed to provide common norms and standards for the United Nations and its partners. Security sector reform capacities have been established in the field and at Headquarters which have allowed a better response to the increasing requests from Member States and mandates of the Security Council. These capacities are providing extensive and diverse support in security sector reform-related areas, including mapping and needs assessments, building governance and oversight capacities, and direct support to components of the security sector. The development of a United Nations roster of security sector reform experts has resulted in rapidly deployable and flexible expertise to meet new and complex demands. Regular mechanisms for dialogue on policy have also been established and partnerships are being continuously strengthened with regional organizations, individual Member States, civil society networks, and other key stakeholders.

64. These achievements have helped to ensure that the Organization's approach to security sector reform is becoming increasingly focused on delivering comprehensive and coordinated support to national authorities on the basis of common principles and guidance. This report, including the recommendations contained in section V above, highlights how the United Nations, Member States and partners can further support security sector reform by encouraging inclusive and sustainable national ownership; promoting security service delivery; building capacities for reform that better link component-specific and sector-wide initiatives; expanding and deepening partnerships; encouraging dialogue and knowledge-sharing; and further enhancing inter-agency coherence and coordination.

65. I am confident that if the Organization takes these recommendations forward, together with Member States and other partners, we will be even better placed to support effective and accountable security institutions capable of securing States and societies and, in the final analysis, enhancing peace, security and development for all.